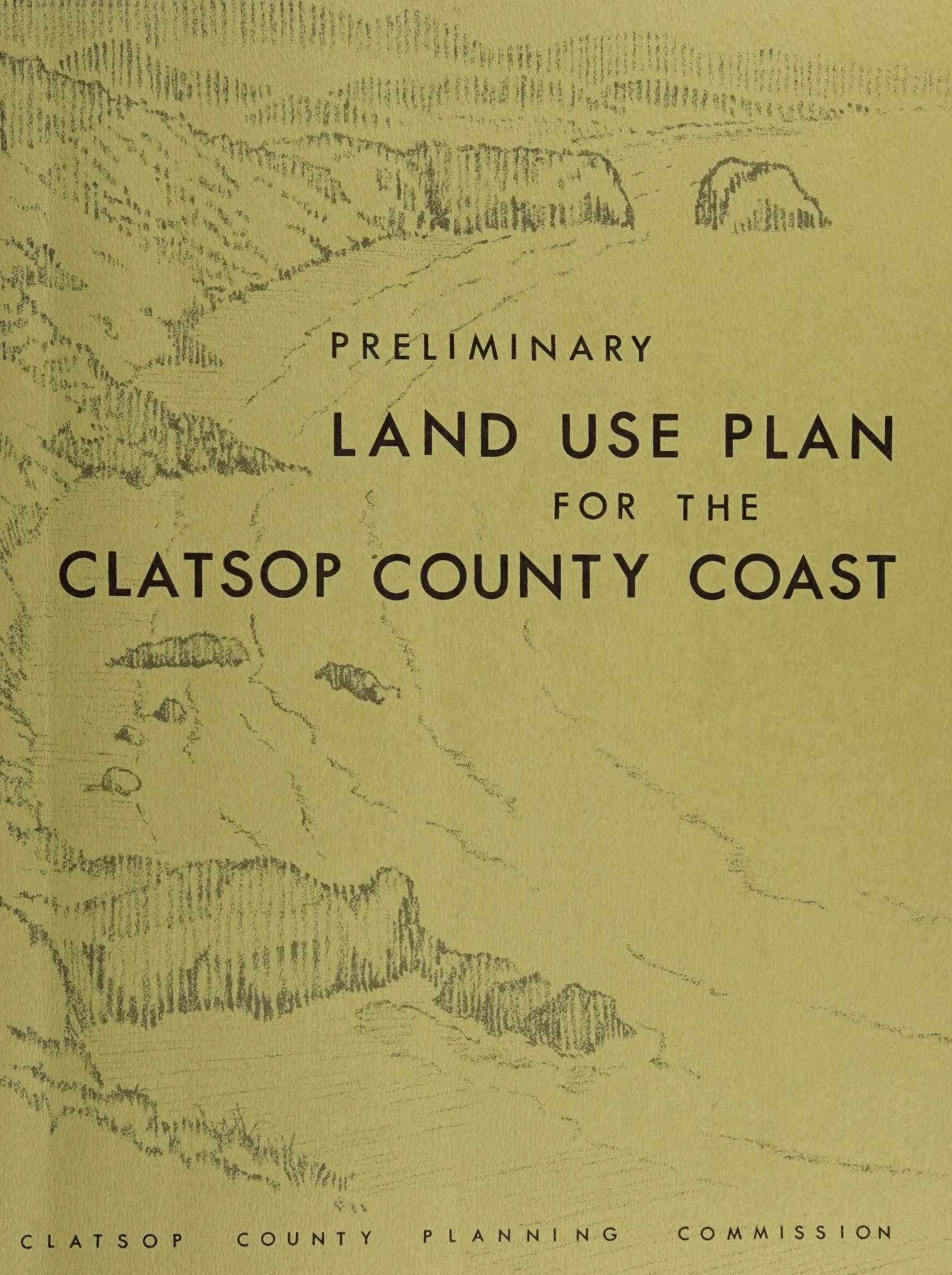


PRELIMINARY

LAND USE PLAN

FOR THE

CLATSOP COUNTY COAST

CLATSOP COUNTY PLANNING COMMISSION

PRELIMINARY LAND USE PLAN

FOR THE

CLATSOP COUNTY COAST

The preparation of this report was financially aided through a federal grant from the Urban Renewal Administration of the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended. Project No. Oregon P-43.

Prepared for the
CLATSOP COUNTY PLANNING COMMISSION

by the

BUREAU OF MUNICIPAL RESEARCH AND SERVICE
University of Oregon

May, 1966

UNIVERSITY OF OREGON
COLLEGE OF LIBERAL ARTS
EUGENE, OREGON

BUREAU OF MUNICIPAL RESEARCH AND SERVICE

May 26, 1966

LETTER OF TRANSMITTAL

This report is the culmination of studies of the coastal portions of Clatsop County which included the preparation of new base maps and detailed land use surveys. The report reviews the significant physical, economic and social characteristics of the area and sets forth a general scheme for future development. The plan is preliminary and it is hoped that local consideration will result in its adoption and in programs to ensure its realization.

An important action will be the adoption of a regular zoning ordinance to replace the interim ordinance now in effect. Proper growth of the coast will also require coordination between the county and the cities of Astoria, Warrenton, Hammond, Gearhart, Seaside, and Cannon Beach. The plans for each must be suitably interrelated. In addition, city and county development could be guided more effectively through joint sponsorship of a community planning office to provide planning assistance to each local agency.

This work has been financed by the county and by a matching grant from the U. S. Department of Housing and Urban Development. Mr. Edward Ehlers of the Bureau planning staff has had principal responsibility for these studies assisted by Mr. Robert Mitchell.

Respectfully submitted,

Cyrus R. Nims
Planning Consultant

CRN:jr

Clatsop County, Oregon

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1. COUNTY WIDE PLANNING CONSIDERATIONS

I. COUNTY WIDE PLANNING CONSIDERATIONS

The following outline of Clatsop County characteristics is intended to supplement a detailed land use study and analysis of the county's coast. These facts provide the foundation for the preliminary land use plan for the coastal strip.

Historical Background

The development of Clatsop County dates back to 1792 and the discovery of the Columbia River by Captain Robert Gray. Exploration by the Lewis and Clark expedition in 1805-06 and the establishment of the first permanent white settlement by John Jacob Astor in 1811 contributed to the early development of the area.

New and more vigorous development began in the late 1860's as the fishing industry became an important part of the economy. Historically farming, fishing and lumber have been the economic mainstays of the area although in recent years these activities have experienced some decline. Recreation and governmental activities have assumed a new importance in the economy of the county in addition to traditional county endeavors.

Physical Characteristics

Clatsop County lies in the northwestern corner of Oregon and is bounded by the Columbia River on the north, the Pacific Ocean on the west, Columbia County on the east, and Tillamook County on the south. Much of the County's more than 526,000 acres is mountainous and devoted to the production of timber. The mountains yield to generally flat lands along parts of the coast and the Nehalem River valley to provide areas where farm and urban land uses have developed supplementing the predominent timber acreages.

Development Pattern

For descriptive purposes existing development in the county may be separated into four general areas: the coastal strip, the Astoria area, the Columbia River strip and the interior county area. These general areas are shown on Plate I.

The coastal strip has a strong tourist and recreation orientation. Located here are the cities of Warrenton, Hammond, Gearhart, Seaside, and Cannon Beach. These cities offer retail shopping facilities, although they are quite limited in Gearhart and Hammond. Warrenton and Seaside contain a significant number of manufacturing and land uses.

Outside of the incorporated cities urban development is predominately residential in character. These areas include Sunset Beach, Surf Pines, Tolovana Park, and Arch Cape. Modest expansion has taken place here in recent years.

Astoria is the commercial center of the county and has the largest concentration of urban development. Its fringe growth is minimal except to the south across Youngs Bay in the vicinity of Miles Crossing where a scattering of development has taken place.

Astoria also contains the largest concentration of manufacturing enterprises with sea food processing and port activities being the primary source of employment. The recently established Tongue Point Job Corps School at the eastern edge of Astoria is another prime contributor to the acitivity of the area.

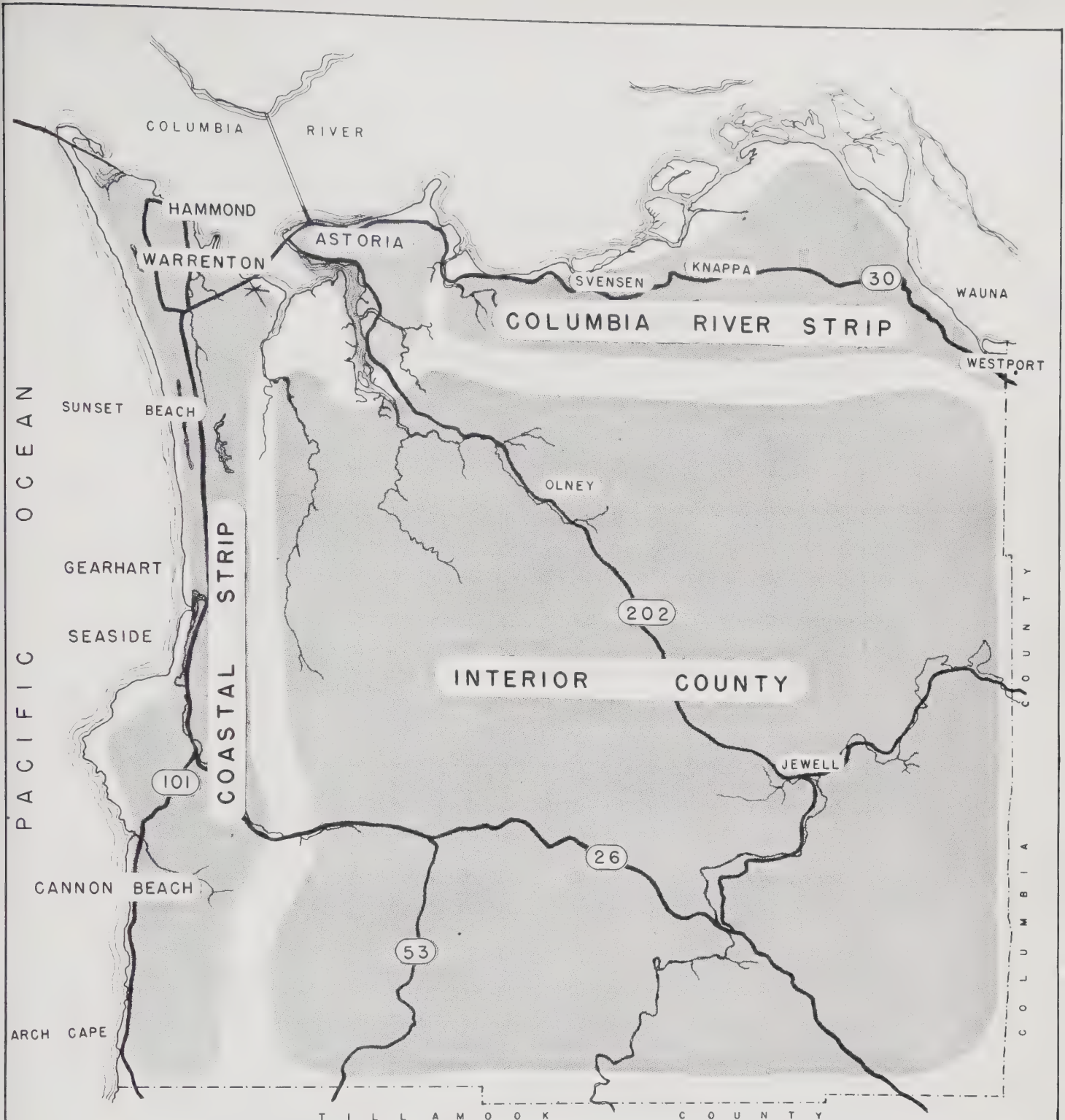
The Columbia River strip contains a large portion of the county's farm land as well as its newest and largest forest products industry. The farm land is predominately located in the Svenson and Knappa areas where farming activity dates back to the 1860's. East of here the Wauna and Westport areas are experiencing new activity resulting from the construction of a new pulp and paper mill by Crown Zellerbach. This development supplements an existing pole treating plant at Wauna and a lumber mill at Westport. Non-industrial development in this portion of the Columbia River strip will probably be limited by the extensive land ownership of Crown Zellerbach. Any sizeable concentrations of residential or commercial land use will tend to locate in neighboring Columbia County or west of the industrial site toward Astoria. The prevailing westerly winds would suggest the latter.

The interior region of the county has only limited urban development and is primarily an area of timber raising with some farming in the river valleys. Some land subdivision activity has taken place along the Nehalem River, but demand for the vacation type of development proposed has been light. As in the recent past, new development in the interior area of the county will probably be limited and centered in the farm areas south of Astoria along the Lewis and Clark and Youngs Rivers.

Highway Circulation

The development areas of the county are linked by four principal highways. U. S. 26 crosses the southern interior of the county furnishing access from the Portland metropolitan area to the Pacific coast via highway U. S. 101. U. S. 101 serves the entire Clatsop County coast and will soon provide a link between Oregon and Washington with the completion of the Astoria bridge.

The Columbia River highway, U. S. 30, serves to connect Astoria and the coast with the cities along the Columbia River and with Portland. The interior of the county is served by Oregon 202 which connects



DEVELOPMENT AREAS

CLATSOP COUNTY OREGON

N

0 1 2 3 4 5
SCALE IN MILES

CLATSOP COUNTY PLANNING COMMISSION

PLATE I

Astoria with the small cities of central Columbia County and with U. S. 26.

These four main routes are predominately two lane roadways and provide the framework for the secondary and local road systems that service adjoining activity areas.

Population and Employment

Planning for the future in Clatsop County is directed towards providing for an orderly and adequate environment for a population that is expected to increase over the years. The size of this future population is important in determining the scale of public facilities to be provided and the allocation of land for a full range of land uses.

Historically, the population of the county has fluctuated with the growth stimuli of the lumber boom of the early 20's, World War II and the more recent recession. This recession came with the ebb of the war time boom and a decline in the lumber and fishing industries. Except for beach area communities, the cities of the county have shared the population fluctuations experienced by the county as a whole. This historical population data is shown on Table I.

During the last two decades, the natural increase of births over deaths has been an important factor in the changes which have occurred in the county's population. Release P-3 of the Oregon State Board of Census (March, 1961) indicates that the natural increase accounted for an increase of 3,246 between 1940 and 1950 and 3,794 between 1950 and 1960. During the earlier decade the natural increase was supplemented by an in-migration estimated at 2,800. The result was an increase in the county population. The 1950-60 decade fared less well, for an out-migration estimated at 7,200 resulted in an overall decrease of approximately 3,400 persons in the county.

The 1960 age group characteristics of the population are shown for the county, and the cities of Astoria, Seaside and Warrenton on Table II. The age distribution offers some insight into the character of selected areas. In Seaside, for example, the percentage of the population under 5 years (7.9%) is less than that of the county (9.3%), Astoria (9.7%) or Warrenton (10.4%). This same relationship is found in the 15-44 age groups where the child bearing population is found. At the same time the older age groups (65 and over) are relatively larger in Seaside (13.9 and 6.9%) than in Astoria (9.1 and 6.9%) or the county as a whole (9.1 and 4.3%). These figures tend to indicate that Seaside, in addition to its recreational orientation, still retains its retirement characteristics. The other cities shown generally exhibit an age distribution similar to the county as a whole. However, if comparable data were available for Cannon Beach and Gearhart, the pattern might more nearly resemble that of Seaside.

Employment in the county followed the general population decline with decreases in most categories between 1950 and 1960. Comparative employment data for 1950-1960 is presented on Table III.

Table I

POPULATION TRENDS FOR CLATSOP COUNTY
AND ITS INCORPORATED CITIES

1900-1965

	1900	1910	1920	1930	1940	1950	1960	1961	1962	1963	1964	1965
Clatsop County	12,765	16,106	23,030	21,124	24,697	30,776	27,380	26,809	23,559	23,434	23,983	27,700
% change	--	26.2	43.0	-8.3	16.9	24.6	-11.0	-5.7	-12.1	-0.5	2.3	15.5
Astoria	8,381	9,599	14,027	10,349	10,389	12,331	11,239	10,681	9,885	9,986	9,672	10,500
% change	--	14.5	46.1	-26.2	0.4	18.7	-8.9	-4.9	-7.4	1.0	-3.2	8.5
Warrenton	--	339	730	683	1,365	1,896	1,717	1,682	1,767	1,767	1,767	1,800
% change	--	--	115.3	-6.4	99.9	38.9	-9.5	-2.0	5.0	0.0	0.0	1.9
Hammond	--	957	547	244	422	522	480	529	473	530	550	563
% change	--	--	-42.8	-55.4	73.0	23.7	-8.0	10.2	-10.5	12.0	2.6	2.4
Gearhart	--	--	127	125	319	568	725	725	725	725	725	730
% change	--	--	--	-1.6	155.2	78.1	27.9	0.0	0.0	0.0	0.0	0.7
Seaside	191	1,270	1,802	1,565	2,902	3,886	3,877	3,877	3,877	3,927	3,927	4,000
% change	--	564.9	41.9	-13.2	85.4	33.9	-0.2	0.0	0.0	1.0	0.0	1.9
Cannon Beach	--	--	--	--	--	--	495	495	519	519	519	520
% change	--	--	--	--	--	--	--	0.0	4.8	0.0	0.0	0.2

Source: U. S. Census of Population and the Oregon State Board of Census.

Table II

POPULATION CHARACTERISTICS
CLATSOP COUNTY AND SELECTED CITIES
1960

		Total Popul.	0-4	5-9	10-14	15-19	20-24	25-34	35-44	45-54	55-64	65-74	75 and over
Clatsop County		27,380	2557	2597	2480	1813	1378	2782	3535	3643	2916	2502	1177
	%		9.3	9.5	9.1	6.6	5.0	10.2	12.9	13.3	10.7	9.1	4.3
Astoria		11,239	1092	1040	926	686	605	1187	1480	1489	1180	1024	530
	%		9.7	9.3	8.2	6.1	5.4	10.6	13.2	13.2	10.5	9.1	6.9
Seaside		3,877	307	300	319	225	147	309	441	533	491	538	267
	%		7.9	7.7	8.2	5.8	3.8	8.0	11.4	13.7	12.7	13.9	6.9
Warrenton		1,717	179	---- 338----		---- 224----		177	229	250	166	---- 154----	
	%		10.4	19.7		13.0		10.3	13.3	14.6	9.7	9.0	

Source: U. S. Census of Population.

Table III

EMPLOYMENT TRENDS
Clatsop County, Oregon

1950-1960

Employment by Industry	1950	1960	Change	Per Cent Change
Agriculture, forestry, and fisheries	1,372	785	-587	-42.6
Mining	24	16	-8	-33.3
Construction	817	435	-382	-46.8
Durable goods manufacturing	2,709	1,486	-1,223	-45.0
Nondurable goods manufacturing	1,329	1,300	-29	- 2.2
Transport and utilities	872	624	-248	-30.0
Wholesale and retail	2,120	1,702	-418	-19.7
Finance and real estate	255	288	33	12.9
Business and repair service	296	180	-116	-39.2
Personal services	639	526	-113	-17.8
Entertainment and recreation	141	116	-25	-17.7
Professional services	874	1,075	201	23.0
Public administration	795	733	-62	- 7.8
Not reported	316	294	-22	- 6.9
Total employment	11,808	9,560	-2,248	-19.0

Source: U. S. Census of Population, 1950 and 1960.

In the future, the population of the northwest portion of the state is expected to increase. The Oregon State Board of Census in its Release P-10 (April, 1964) forecasts that Clatsop, Columbia, Lincoln and Tillamook counties will have a population of 114,000 by 1985. While this does not provide a firm basis for predicting growth within individual counties, a rough projection may be made on the basis of past relationships between Clatsop County and the other three counties. If the total population of the four counties reaches 114,000 by 1985 and Clatsop County's share remained at 30%, the total population for the county would be a little over 34,000 at that time. Between 1920 and 1960, Clatsop County's share of the four county population decreased steadily from 44.3% to 29.7%. According to estimates of the Population Research Center, it rose to 30.3% in 1965.

To determine where new population will locate is a difficult task, particularly when the county offers a number of attractive areas with ample space for new development. Job location, availability of housing, commercial activity, community facilities, and scenic attraction will all be elements affecting this development.

The number of readily available dwelling units recorded by the 1960 census offers a partial guide to the distribution of future population. Census figures for 1960 indicate the following concentrations of vacant dwelling units available for sale or rent in incorporated areas:

Astoria	406
Seaside	110
Warrenton	64
Gearhart	20
Hammond	15
Cannon Beach	14

A portion of the available units will probably be occupied by personnel from the Job Corps school at Tongue Point and the new facilities at Wauna, particularly those units in the Astoria and Warrenton areas. Current trends do not indicate a similar market for available housing in Gearhart, Seaside or Cannon Beach at the present time.

These available units do not include those classified as being in a delapidated condition or the 979 seasonal and occasionally used units. The part time population occupying the latter is expected to increase, especially in the beach areas, as part of the recreation industry.

Existing communities having available housing, jobs, commercial facilities and a generally higher intensity land use activity offer a starting point for developing a land use plan that will encourage the concentration of higher density development. Following such a land use plan will help the county guide the distribution of the future population so that concentrations of people will be near the facilities and services they require, and where these can be provided most economically.

II. THE PRELIMINARY LAND USE PLAN FOR THE CLATSOP COUNTY COAST

II. THE PRELIMINARY LAND USE PLAN FOR THE CLATSOP COUNTY COAST

In this first step towards the development of a land use plan for Clatsop County, consideration has been directed to the coastal strip. This strip includes the area west of Youngs Bay and extends south from the Columbia River to the Tillamook County line. Within the coastal strip, the incorporated cities of Warrenton, Hammond, Gearhart, Seaside and Cannon Beach have been considered as they relate to the land use plan for adjacent county areas.

Assumptions and Guidelines

To guide development, the following principles were used in formulating the land use plan:

1. Population growth prospects are such that most new development should find ample space in the vicinity of existing communities with available services.

2. Proper development of the non-urban areas lying between urban concentrations can occur with some flexibility and intermingling of non-intensive uses such as homes, farms and recreation.

3. Since ample land is available and residents should have space and privacy in keeping with the natural open character of the coast, residential areas should generally be developed at a low or medium density. Residential developments should be provided with safe and adequate water and sanitary facilities.

4. Retail and highway oriented commercial uses should be contained in or adjacent to existing areas of similar development.

5. Areas having characteristics and services suitable for industry should be reserved for manufacturing and compatible intensive uses.

6. Free public access to the coastal beaches with adequate parking should be provided at one to two mile intervals where practicable. Access should be designed to insure compatibility with adjacent land use.

7. Areas of natural beauty, historical interest and recreational potential should be preserved for a type of development which will help provide a well balanced tourist economy. The character and quality of buildings,

signs and developments in the county should be such that they will not violate the natural beauty of the Oregon coast.

8. Highways 26, 30 and 101 serve as regional and inter-area traffic carriers. To preserve this function access should be limited and the scattering of land uses that generate large traffic volumes at frequent intervals along these routes discouraged. Where necessary, frontage roads should be built.

The Land Use Plan

The plan of land use for the coastal strip is presented in graphic form on Plates II - IV. This plan serves as the basis for the establishment of zoning in the county areas of the coastal strip. Formal adoption of the plan by the Planning Commission is a requisite for regular zoning.

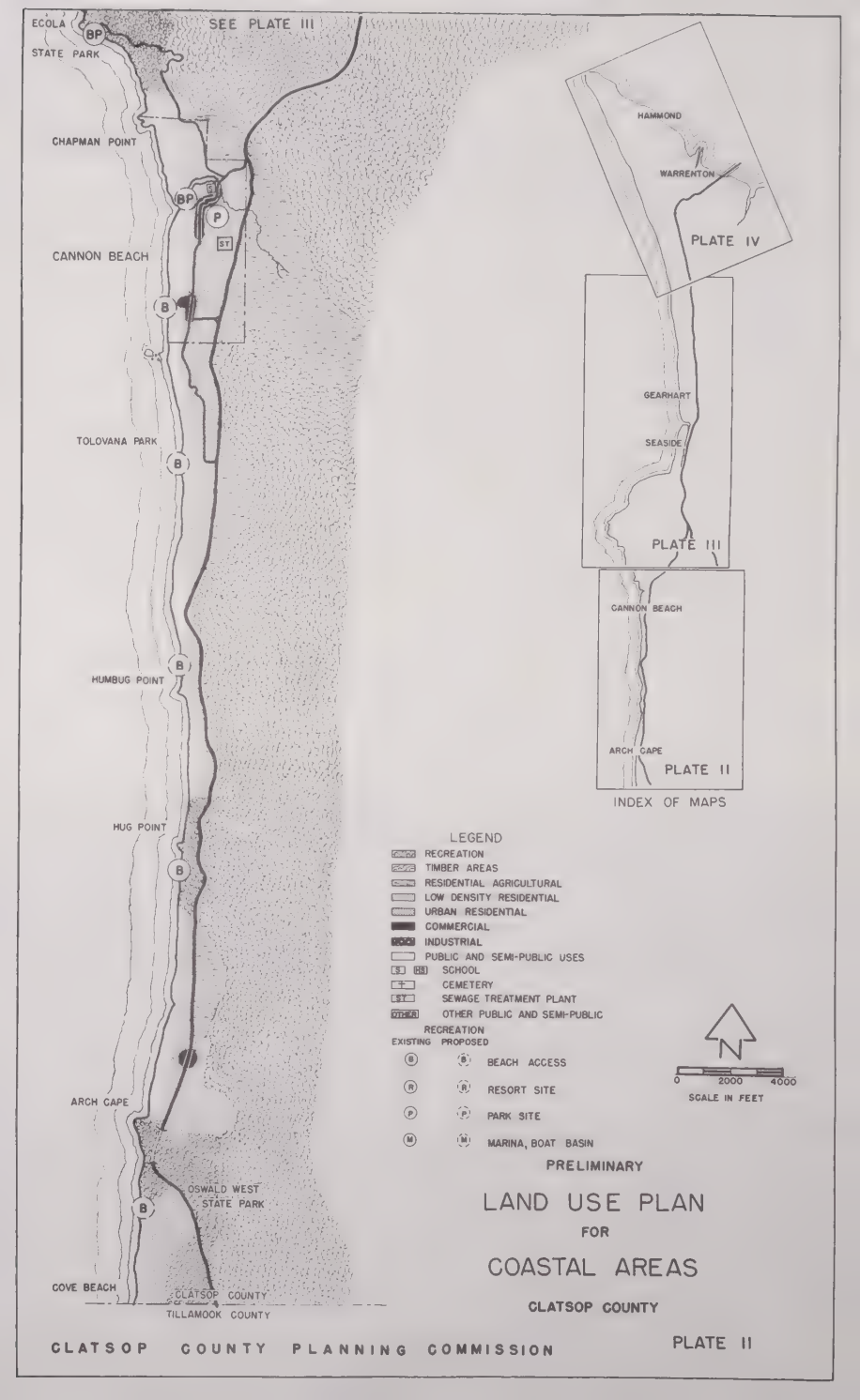
A significant portion of the northern coastal strip extending from the Columbia River southward beyond Seaside is presently subject to land use regulations of the Warrenton Dune Soil Conservation District. The area subject to district control is shown on Plate V. The district is divided into three zones with the most stringent regulations enforced in Zone 1. Zone 3 permits unlimited land use. The regulations and limitations on land use in Zones 1 and 2 are presented in the Appendix and are recognized in the land use plan.

The preliminary land use plan allocates land along the coastal strip into several categories: recreation, timber, residential-agriculture, low density residential, urban residential, commercial, and industrial. It also indicates various public and semi-public land uses. In some areas the plan permits the mixing of uses where it can be done compatibly.

The maps indicating the plan are generally self-explanitory in light of the guidelines set forth above; however, the following features require amplification.

The most appropriate use of the mountainous area which border the coastal plain is for timber raising. Urban developments should be confined to level or gently sloping areas which can be adequately and economically served with roads and other public facilities.

The northern portion of the coastal strip between the Columbia River, the Fort Stevens-Camp Clatsop Highway and Camp Rilea is allocated to recreational land use. This area contains Fort Stevens State Park, Battery Russell and county owned lands recently transferred into the park system. The plan envisions no other uses within this area except those which are recreational in nature or necessary to the operation of Camp Rilea. The introduction of residential development into this area does not seem appropriate at this time. At some later date,



PRELIMINARY

LAND USE PLAN

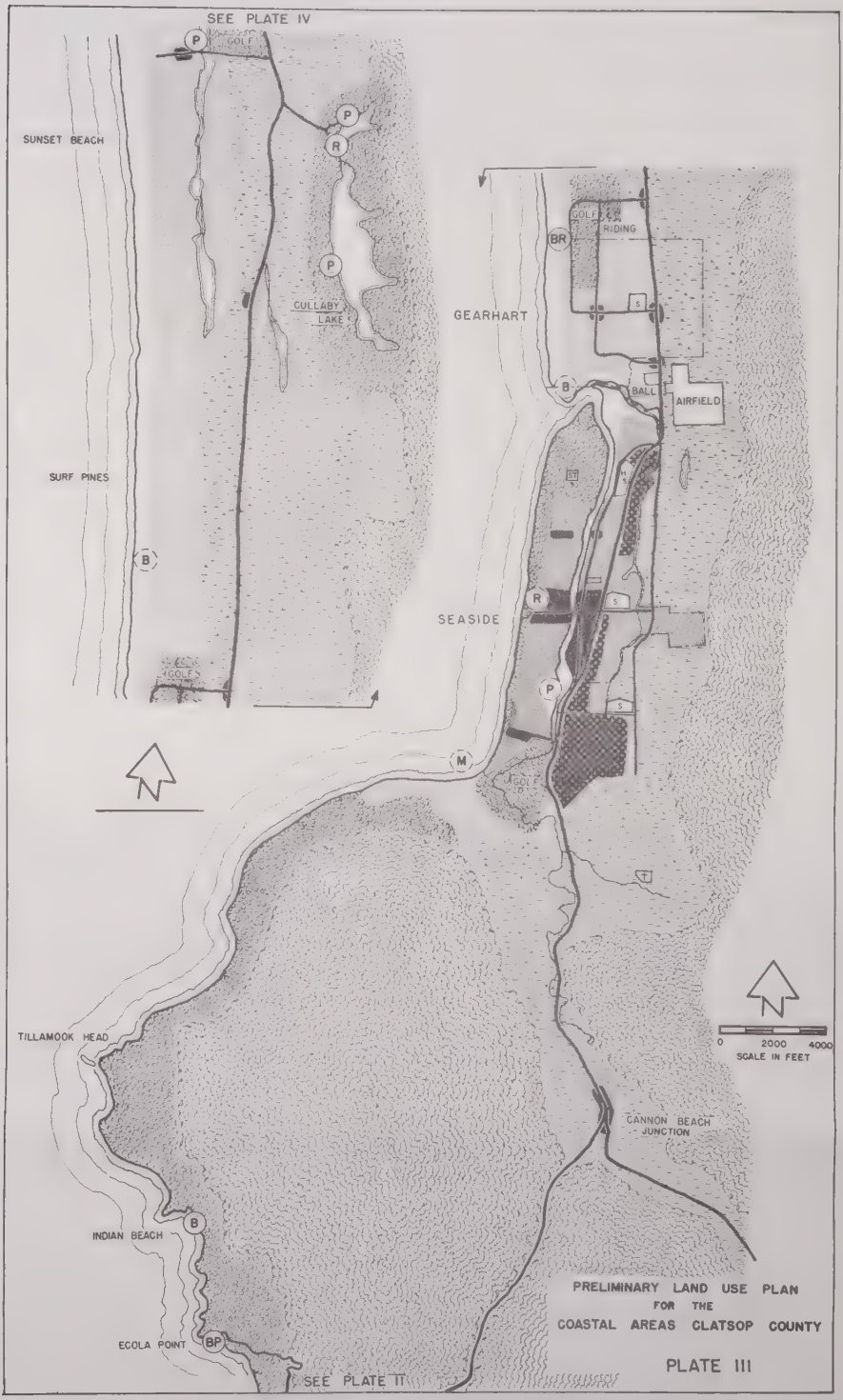
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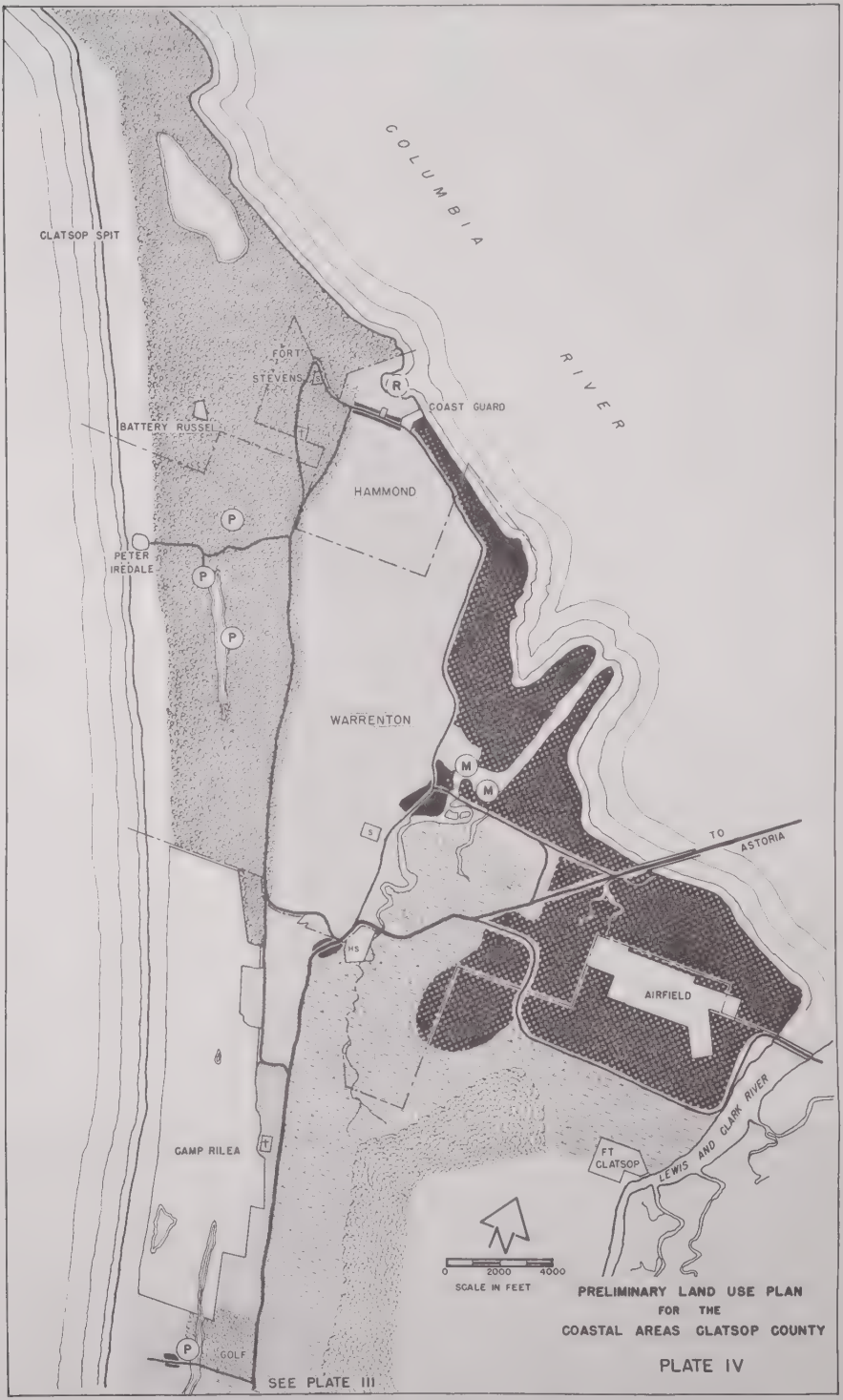
COASTAL AREAS

CLATSOP COUNTY

CLATSOP COUNTY PLANNING COMMISSION

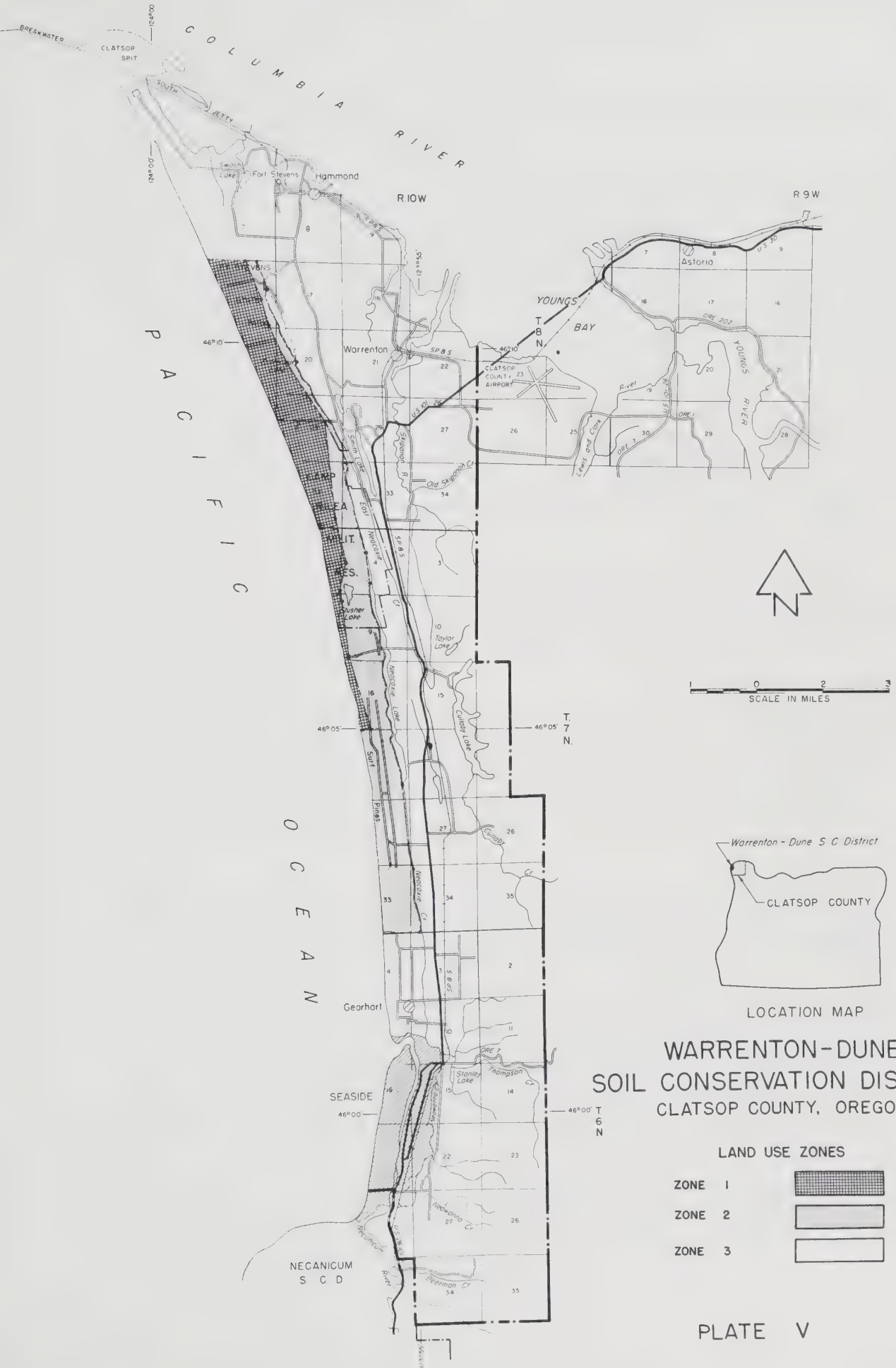
PLATE II


SEE PLATE IV
SUNSET BEACH
SURF PINES
CULLABY LAKE
GEARHART
SEASIDE
AIRFIELD
BALL
GOLF
RIDING
TILLAMOOK HEAD
INDIAN BEACH
ECOLA POINT
CANNON BEACH JUNCTION
SEE PLATE II
0 2000 4000
SCALE IN FEET
PRELIMINARY LAND USE PLAN
FOR THE
COASTAL AREAS CLATSOP COUNTY
PLATE III



PRELIMINARY LAND USE PLAN
FOR THE
COASTAL AREAS CLATSOP COUNTY

PLATE IV



WARRENTON-DUNE SOIL CONSERVATION DISTRICT

CLATSOP COUNTY, OREGON

LAND USE ZONES

ZONE 1

ZONE 2

ZONE 3

PLATE V

however, beach home site development might be considered for a relatively small portion of the total area not considered necessary for public recreation activities.

To the east of this recreation area, a major industrial area is proposed. It is served by the new Youngs Bay Bridge road, railroad facilities, the airport and has potential barge facility locations. Because this area has excellent industrial site features, it should be retained exclusively for industrial activity. The temptation to locate residential and residentially oriented commercial uses in the area should be resisted. This will be particularly true with respect to county owned land along Youngs Bay Bridge Road (U. S. 101).

A system of local arterials should eventually be developed offering access to beaches, recreation areas and development areas to afford tourists scenic routes away from conflict with regional or inter-area routes. Access to these local arterials need not be limited, but because of the amount of traffic, they may attract, street layouts should be designed to keep intersecting local service streets to a minimum.

A beach access to be constructed by the county is proposed by the plan for a location approximately one mile north of the city of Gearhart. This location would utilize an existing undeveloped platted area owned by the county and provide parking and picnic facilities for the general public.

The Clatsop Plains area including the portion north of Camp Rilea is presently without sewer service. The National Guard has long range plans for developing a sewage treatment system for Camp Rilea. It would be appropriate that consideration be given to a cooperative effort to provide sewer service in the surrounding Clatsop Plains area. This would permit a more dense development if desired in the future.

Sanitary problems have developed in some areas such as Sunset Beach and Tolovana Park. The county could assist in working out solutions to these problems through an area wide sewage study. Federal assistance is available for such studies and also for area water studies.

The industrial area at the southeastern corner of the city of Seaside has been limited in size to remove the potential conflict with the new school site recently acquired by the Seaside School District on Avenue "S" (Sundquist Road). Beyond this, it will be necessary to closely review industrial development in this area so that prevailing southwesterly winds do not create air pollution problems at the school site.

The cove area at the south end of Seaside which is being considered for a small boat harbor is indicated on the plan. Further study will be required to determine the feasibility and best location for this facility.

Just north of Cannon Beach the high ground between Chapman Point and U. S. 101 provides a good location for low density residential development. The grid street pattern in this area, however, limits development potential and some effort will be necessary to effect a workable replatting. Cannon Beach maintains a sewage treatment plant which increases the area's development potential.

Beach access is proposed at the south entrance of the Cannon Beach Loop Highway where an existing right-of-way offers access to the beach. It is proposed that adjacent land to the north of the right-of-way be acquired for parking and picnic facilities. A second beach access is proposed about two miles south of Tolovana Park in the Humbug Point area where a suitable site should be found to provide parking, picnic facilities and safe access to the beach.

The Hug Point State Park is recommended by the plan for improvements to the access and picnic facilities.

Subdivided land near Arch Cape east of Highway 101 should be considered for replatting as the grid system is incompatible with the topography. Some replatting may also be necessary in the Cove Beach area to facilitate development and a public beach access should be located and developed at the northern end of this area.

Implementing the Plan

Generally, the land use plan proposes to maintain a low density land use by applying the guidelines set forth earlier in this report. The county's next step is to adopt regular zoning and subdivision regulations to implement this land use plan and replace the existing three year interim zoning regulations.

APPENDIX

APPENDIX

REGULATIONS OF THE WARRENTON DUNE SOIL AND WATER CONSERVATION DISTRICT

ZONE No. 1

Section 1 Erosion will be controlled and the soil stablized by vegetative and/or mechanical means on all lands of this area. After stabilization, continuous maintenance will be provided.

Section 2 No livestock may be grazed in the area.

Section 3 Vehicular and recurring pedestrian and equestrian traffic will be restricted to hard surfaced (plank, gravel bound with clay, asphalt, or other material of like character) roads or trails.

Section 4 No roads or trails may be built by other than the County, State, or Federal Government without a permit from the Warrenton Dune Soil and Water Conservation District Board of Supervisors.

Section 5 No building may be constructed in the area.

Section 6 No other acts or land uses that result in destruction or serious deterioration of the ground cover will be permitted except under conditions approved by the District Board of Supervisors.

Section 7 Nothing in this ordinance shall be construed as prohibiting construction by Federal or State Governments necessary for national security or public health; also, nothing in this ordinance shall be construed as prohibiting the State of Oregon or the United States Government from holding troop maneuvers at Camp Clatsop, provided, however, that any damage done to the cover during such maneuvers will be repaired during the planting period, November through April, immediately following such disturbance.

Section 8 The District Board of Supervisors is hereby authorized to request the State Soil and Water Conservation Committee to appoint a Board of Adjustment, as provided in ORS 568.630-770, consisting of three members who shall not be landowners in said district or kin within the third degree to any person owning land in said district. Said Board shall have power to authorize variance from the terms of these land use regulations in accordance with substantial justice.

Section 9 Upon approval of this ordinance by the favorable vote of three-fourths majority of all votes cast by landowners representing two-thirds of the land within the district approving the same, it shall immediately thereupon be in full force and effect.

REGULATIONS OF THE WARRENTON DUNE SOIL AND WATER CONSERVATION DISTRICT

ZONE No. 2

Section 1 Erosion shall be controlled and the soil stabilized by vegetative and/or mechanical means on all lands of this area. After stabilization, continuous maintenance will be provided.

Section 2 Livestock may be grazed in the area with a permit from the Warrenton Dune Soil and Water Conservation District Board of Supervisors. Livestock grazed within the area shall be confined by herding or fences to the land described in ther permit, and the land shall not be grazed by a class of livestock,,a greater number, or in excess of the period specified in the permit.

Section 3 Vehicular traffic and recurring equestrian traffic will be confined to hard surfaced (plant, gravel bound with clay, asphalt, concrete, or other material of like character) roads or trails.

Section 4 Vegetative cover specified by the Board of Supervisors of the district will be established where vegetation is destroyed during construction operations. All excavations, fills, or other disturbed land surfaces shall be prepared for planting and be planted to vegetation specified by the Board of Supervisors of the district during the planting period, November through April, immedistely following such disturbance. After stabilization, continuous maintenance will be provided.

Section 5 No other acts of land uses that result in destruction or serious deterioration of the ground cover will be permitted except under conditions approved by the Board of Supervisors of the district.

Section 6 Nothing in this ordinance shall be construed as prohibiting the State of Oregon or the United States Government from holding troop maneuvers at Camp Clatsop, provided, however, that any damage done to the cover during such maneuvers will be repaired furing the planting period, November through April, immediately following such disturbance.

Section 7 The District Board of Supervisors is hereby authorized to request the State Soil and Water Conservation Committee to appoint a Board of Adjustment, as provided in ORS 568.630-770, consisting of three members who shall not be landowners in said district or of kin within the third degree to any person owning land in said district. Said Board shall have power to authorize variance from the terms of these land use regulations in accordance with substantial justice.

Section 8 Upon approval of this ordinance by the favorable vote of three-fourths majority of all votes cast by landowners representing two-thirds of the land within the district approving the same, it shall immediately thereupon be in full force and effect.